

## **Introduction**

*Destination 2025: A Mobility Plan for the Pikes Peak Region (Destination 2025 Plan)* is intended to guide the development of the transportation system in the Colorado Springs Urbanizing Area. It describes the multi-modal transportation system components designed to facilitate mobility of people and goods throughout the region. This document also shows how the transportation system assures maintenance of air quality standards and meets the mobility needs of persons with disabilities. The *Destination 2025 Plan* is fiscally constrained and identifies funding sources that are reasonably anticipated to be available to implement the transportation system improvements set forth in the *Destination 2025 Plan*.

The *Destination 2025 Plan* proposes a comprehensive strategy for enhancing regional mobility and achieving air quality mandates. Developed through a multimodal approach, the *Destination 2025 Plan* emphasizes the need to encourage alternative modes of transportation in resolving mobility issues. It balances the goals of improving mobility for the Region’s citizens with the need to protect the natural and the human environments. It emphasizes the provision of facilities for alternative modes of travel to enable citizens to choose travel options that reduce dependency on the single-occupant vehicle. It addresses the need to provide opportunities for citizens with limited mobility options to access jobs and services to improve their quality of life. The *Destination 2025 Plan* provides balance in describing investments to be undertaken within a \$2.23 billion “fiscally constrained” budget based upon revenues reasonably expected to be available through 2025.

The *Destination 2025 Plan* is contained in three volumes: 1) Executive Summary; 2) *Destination 2025 Plan*, and 3) Appendices.

### Purpose and Scope

The *Destination 2025 Plan* establishes a 24-year plan for transportation system improvements for the Colorado Springs Urbanizing Area. It supports a multi-modal approach in providing mobility to all citizens and in moving goods efficiently through the region. A Congestion Management System Plan within the *Destination 2025 Plan* combines travel demand management strategies and multimodal planning solutions to mitigate congestion.

The *Destination 2025 Plan* is required to comply with several federal and state planning requirements. Planning within Metropolitan Planning Organizations (MPO) is defined with the Code of Federal Regulations (CFR) Title 23. Within the Title 23 CFR, Parts (or sections) 420 and 450 describe the requirements for regional and state transportation planning. Key aspects of these federal rules include:

- Fiscally constrained program
- Specific public involvement plan
- Meets federal air quality standards
- List of multi-modal projects/programs
- Twenty-year planning horizon
- Six-year priority project implementation plan
- Cooperative effort by all participants
- Revised every three years

Also shown in the Plan are projects of regional significance to be implemented using private and/or local funding sources.

Community Impacts of the Recommended Transportation System

The efficient movement of people and goods is essential to the overall economic and environmental well being of the regional community. The *Destination 2025 Plan* is based on a thorough examination of the issues related to the provision of transportation services to the region.

Central to the development of the *Destination 2025 Plan* and identification of the transportation improvements described within was the formulation of the Project Prioritization Process. The Project Prioritization Process embodied the principles set forth in the Transportation Equity Act for the 21<sup>st</sup> Century in that the seven planning factors provided the framework for project analysis. Locally developed Goals and Objectives were integrated into the planning factors to form a broad-based evaluation process that encompassed the Federal requirements and the Region’s desires for its transportation system. Chapter 5 presents a full discussion of the development of the Project Prioritization Process.

The Project Prioritization Process ensured that the multimodal transportation system selected to serve the region through 2025 was consistent with local goals and values. Further, the Project Prioritization Process assured a thorough analysis of the social, economic, energy and environmental impacts of each project considered for implementation.

Social Impacts

United States Executive Order 12898 (1994) made environmental justice a priority for all federal agencies and required that efforts be made to examine the effects of all programs, policies, and activities on minority and low-income populations. Within the context of a long-range transportation plan, the effects of transportation decisions must be analyzed to ensure that the following three fundamental environmental justice principles are met:

- To avoid, minimize, or mitigate disproportionately high and adverse human health or environmental effects, including social and economic effects, on minority populations and low-income populations.
- To ensure the full and fair participation by all potentially affected communities in the transportation decision-making process.
- To prevent the denial of, reduction in, or significant delay in the receipt of benefits by minority populations and low-income populations.

Description of the Area

The Colorado Springs Urbanized Area is the second largest metropolitan area within the State of Colorado. Located 60 miles south of Denver, the Colorado Springs Urbanizing Area is composed of the Cities of Colorado Springs, Fountain, Manitou Springs, and Woodland Park; the Towns of Green Mountain Falls, Monument, and Palmer Lake; and El Paso and Teller Counties (Figure 1). The

Colorado Springs Urbanized Area comprises about 800 square miles and in 2000, had grown to a population of over 500,000 residents.

The area covered by PPACG is part of many organizational and political boundaries. The key boundaries include:

- Federal designation as Metropolitan Planning Organization (urbanizing area with population of more than 50,000), and a Transportation Management Area (urbanizing area with a population over 200,000)
- Region 8 for Federal Highway Administration (FHWA) and Federal Transit Administration (FTA) and Environmental Protection Agency (EPA)
- Colorado designation as the Pikes Peak Area Transportation Planning Region (TPR)
- Colorado Department of Transportation (CDOT) Engineering Region 2
- Colorado Transportation Commission District 9
- Portions of El Paso and Teller Counties

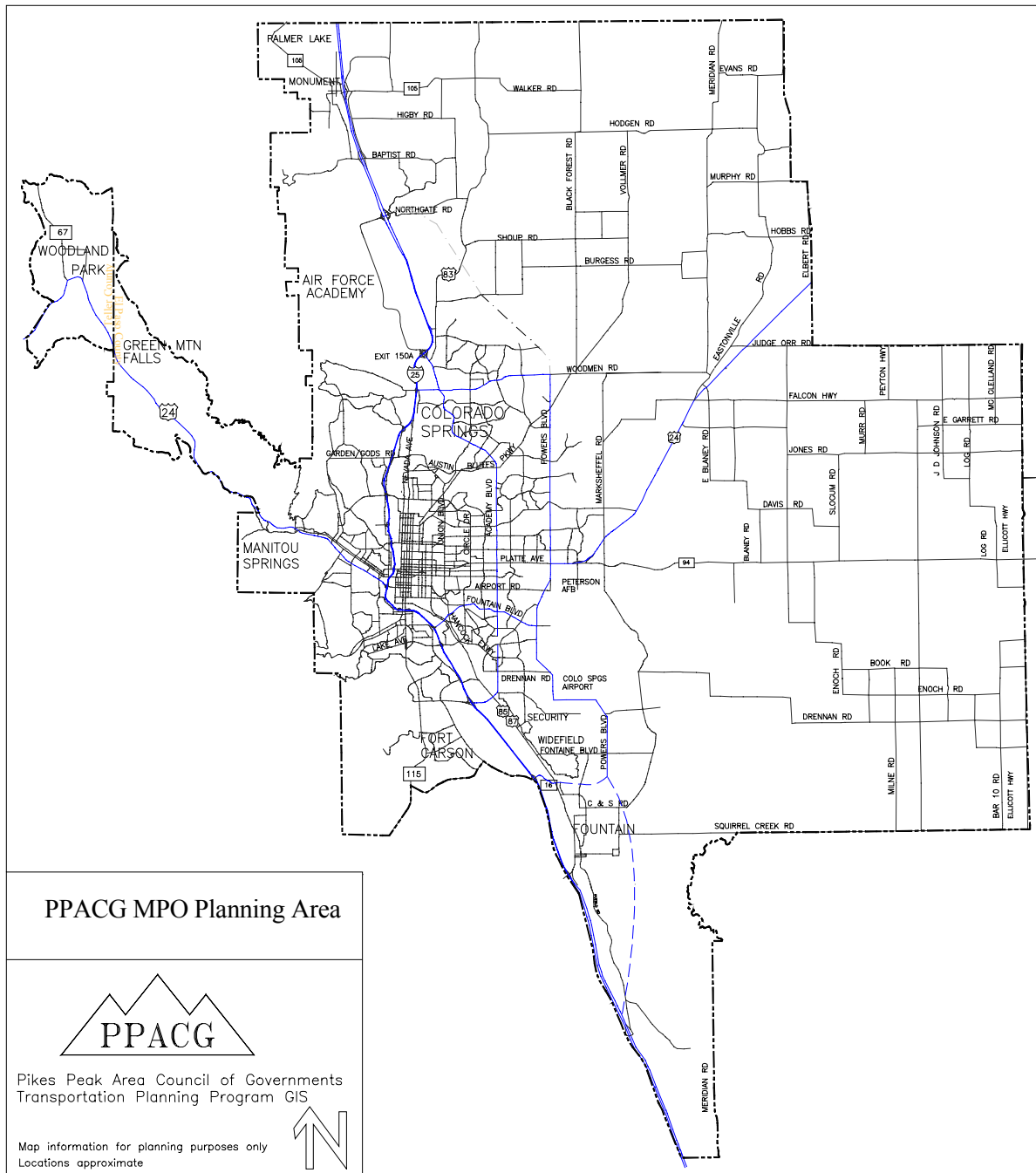
The major employment sectors in the Colorado Springs Urbanizing Area are Services, 30 percent, Trade, 20 percent, Government, 14.3 percent, Manufacturing, 10.3 percent, and Military, 9 percent. Related to these activities are 5.9 million annual tourists, the influence of 5 military installations and significant industries related to space technology, computers and electronics, and printing and publishing.

### **Socioeconomic Forecasts**

The *Destination 2025 Plan* is based upon reliable estimates of future growth in our region. The transportation models that estimate travel in the future rely heavily upon estimates of variables including population, housing, employment, income, school enrollment, etc. in order to predict when and where trips will take place in the future. This socioeconomic data needs to be estimated for small sub-areas in our community, called “traffic analysis zones,” or TAZs. Each of the variables was estimated for over 450 TAZs in El Paso County for each of the analysis years: 2000, 2007, 2015 and 2025. Figure 2 illustrates the variables that were forecast.

*The Small Area Forecasts* were developed and reviewed in 2000, and were approved by the PPACG Board of Directors in October 2000. These forecasts serve three purposes. First, the forecasts are used extensively by PPACG and its member entities as best estimates of housing, employment, population, school enrollment, income and military presence, essential input to long-range transportation planning for the Colorado Springs Urbanized Area. Second, the data are also extremely valuable to member governments’ planners who are responsible for long-range planning for their communities. Third, a large number of local businesses and others in the private sector use these data for marketing and other strategic purposes.

**FIGURE 1  
Colorado Springs Urbanizing Area**



**FIGURE 2  
FORECAST SOCIOECONOMIC VARIABLES**

Population
Housing Units
Income Levels
1. Low-income (0 <sup>th</sup> to 20 <sup>th</sup> percentile)
2. Low to middle-income (21 <sup>st</sup> to 40 <sup>th</sup> percentile)
3. Middle-income (41 <sup>st</sup> to 60 <sup>th</sup> percentile)
4. Middle to high-income (61 <sup>st</sup> to 80 <sup>th</sup> percentile)
5. High-income (81 <sup>st</sup> to 100 <sup>th</sup> percentile)
Employment
1. Basic employment
2. Retail employment
3. Service employment
Education
1. Grade school (includes preschool and middle school)
2. High school
3. College/University
Military Installations
Group Quarters (e.g. dorms, assisted care facilities, nursing homes, prisons)

Input to the process was provided by PPACG transportation staff and key staff of member entities, and the results were reviewed by appropriate technical and advisory committees at PPACG. Colorado Springs Utilities and the Comprehensive Planning Department of the City of Colorado Springs made significant contributions. Numerous relevant observations were incorporated to the projection process in an effort to be complete and minimize error.

Projections were made for all of El Paso County. Previous efforts limited their work to the Colorado Springs Urbanized Area.

**Destination 2025 Plan: Public Involvement**

Proactive citizen participation in the transportation planning process is crucial if plans are to reflect the needs and desires of the community for its transportation system. In addition, the Federal government requires that citizens be given a meaningful opportunity to participate in each step of the long-range transportation plan for the region. The *Public Involvement Plan for the Development of the 2025 Regional Transportation Plan and 2002-2007 Transportation Improvement Program*, approved by the Urban Area Policy Committee and PPACG Board of Directors on November 8, 2000, was implemented to encourage and facilitate region-wide public involvement in the development of these two inter-related documents. The *Public Involvement Plan* is in Appendix B and was followed during the development of the *Destination 2025 Plan*. The public involvement and consultation process involved many components to ensure a meaningful process and a rich opportunity for citizens of the region to participate.

Target Audiences

Transportation issues and decisions affect many different audiences in different ways. A variety of public involvement techniques were used to ensure that the broadest possible input was received to aid in plan preparation. Elected officials, local government staff, federal and state regulatory agency personnel, transit and specialized transportation providers, human service agencies, citizens representing all geographic areas of the region and community-based organizations are ongoing participants on PPACG’s advisory and policy committees. For the development of the *Destination 2025 Plan*, the input from a broad range of perspectives was sought and facilitated. The following audiences were specified for outreach:

- Businesses
- Faith-based organizations
- Citizen groups
- Civic organizations
- Disabled populations
- Emergency response organizations
- High school and college students
- Homeowners associations
- Human service agencies
- Low-income populations
- Media
- Military installations
- Minority populations
- Native Americans
- Neighborhood associations
- Parent teacher associations
- Private transportation providers
- Regulatory agencies
- School districts
- Senior populations and organizations
- Tourist organizations
- Users of all modes of transportation
- Youth service organizations

Destination 2025 Plan: Key Decision Points

A list of key decision points was prepared and updated as necessary to keep those involved in the planning process informed of the plan development process. Figure 3 describes these key decision points and lists the date they occurred.

**FIGURE 3  
Key Decision Points for Urban Area Policy Committee and PPACG Board**

<b>DATE</b>	<b>ACTION TAKEN</b>
May 10, 2000	Approved the Public Involvement Plan
October 11, 2000	Approved the Small Area Forecast
June 13, 2001	Approve Criteria and Weights for Project Selection
August 8, 2001	Present Priority List of Projects
September 12, 2001	Present the Fiscally Constrained List of Projects
September 19, 2001	Authorize Release of Draft Plan for 45 -day Public Review
November 14, 2001	Approve Destination 2025

PPACG Community Advisory Committee (CAC)

The CAC is made up of ordinary citizens who are appointed by member governments to represent the citizens of their local governments, as well as citizens who represent organizations in our community that have a regional transportation perspective such as the Council of Neighborhood Organizations (CONO) and the League of Women Voters. The CAC was very active in development and implementation of the Public Involvement Plan for the *Destination 2025 Plan*.

Public Meetings

Public meetings are an integral part of communicating with the public on regional transportation planning matters. Public workshops, meetings, and special briefings provide a forum through which partnerships can be forged between stakeholders of the transportation system. Further, they provide the interested public with the opportunity to interact one-on-one with PPACG Planning staff and to actively contribute to the policy and decision-making process on transportation planning. These meetings provide the opportunity for early and continuous public input into the process and provide outreach to various professional, civic, cultural, and community groups.

The following means were used to announce the public meetings: media releases, published advertisements in regional newspapers, over 1,800 flyers mailed to neighborhood associations and mailing-list participants, electronic mailing list, direct contact and other appropriate notification means. All public meetings were held in locations accessible to the disabled and near alternative modes of transportation. Advertising included contact information for persons needing special accommodations.

Focus Groups

PPACG conducted four focus group meetings May 1 and May 2, 2001, to obtain input on prioritizing the seven Transportation Equity Act for the 21<sup>st</sup> Century (TEA-21) planning factors. Previously, traditional methods such as open houses and public presentations have been employed to gather public commentary. However, several factors led PPACG to believe the general public was not well represented in past public involvement efforts. The factors that have contributed to PPACG’s decision to incorporate alternative methods of gathering community input include:

- Poor attendance at public meetings
- Over-represented sectors of the public
- Under-represented sectors of the public
- Lack of meaningful and relevant feedback necessary to enrich the recommendations set forth by the PPACG

In order to meet these challenges and gather a true representation of the community opinion as it relates to transportation issues and planning, a process by which a thorough sampling of opinion of as many of the community segments as possible was recommended. To assist PPACG in completing this task effectively, PRACO Public Relations was hired to design and implement the focus group meetings.

In order to ensure an unbiased and true representation of the focus group participants’ opinions as they relate to the seven planning factors, it was necessary to fully and completely explain the role of the factors; define the factors themselves; and illustrate how the factors fit into the transportation planning process in terms that the participants could clearly understand. To accomplish this, the following steps were taken:

- In-depth explanation and discussion of each of the seven planning factors using federal and lay terminology;
- Open floor for questions regarding the factors throughout the focus groups;
- Allowing a group of observers to view and validate the process and highlight any area for further explanation and discussion.

The methodology employed throughout the focus group process was consistent with industry standards for gathering information in this forum. The resulting priorities placed on the seven planning factors are a fair and well thought-out representation of the community’s overall opinion toward the planning factors.

Website

PPACG’s website was used as a focal point for dissemination of *Destination 2025 Plan* information. Continuously updated, the *Destination 2025 Plan* web page contained information on the following plan topics:

- Schedule and process
- Projects
- Plan documents
- Mailing list sign-up
- Public meetings
- Prioritizing projects
- Transportation related links
- Multi-modal transportation

A “Hot Topics” button provided web page viewers with instant access to the most recent plan information. Comments on the plan could be submitted via the web page and viewers could also link to other transportation planning related sites.

Media Outreach

Media outreach took place during each key decision point of the *Destination 2025 Plan* development process. PRACO provided ongoing support to inform the public of the key study events, to encourage the media to highlight transportation issues, and to increase awareness of the transportation planning process. Outreach techniques included:

- Briefings - Media briefings were conducted to provide the media with information regarding the transportation planning process and to answer any questions in regard to transportation issues.
- Media Interviews/Talk Shows - Local media interviews, including print, television and radio talk shows were used to convey information about transportation planning objectives and progress. These interviews provided the opportunity to discuss planning elements in further detail and to address questions from the media and the public.

- Press Releases - Press releases informed the media about upcoming transportation planning activities or events. Draft press releases were submitted to PPACG for review prior to release. Non-English speaking outlets were asked to translate the information for their audiences.
- Calendar of Events/Advertisements - The PPACG website, the local media event calendars, and paid advertisements were used to notify the public about public meetings and public hearings, the website and other participation opportunities.

**Destination 2025 Plan: Goals and Objectives**

Goals and objectives guide the planning process and serve as the basis for evaluation criteria to use in the selection of transportation system projects. The first step in developing the goals and objectives began with a series of public meetings held in October and November 2000. These meetings yielded a wealth of input from citizens that reflected varied points of view and indicated a clear desire to provide a good multi-modal transportation system while preserving and improving the region’s quality of life.

Citizens were first asked to review the goals and objectives of the currently adopted 2020 regional transportation plan completed in 1998. Several key themes emerged from the comments received from the public:

- Improve access to regional activity destinations for all citizens,
- Promote the use of alternative modes of transportation,
- Protect and enhance the human and natural environments, and
- Improve public transportation.

Based on the many discussions during the PPACG committee and public process, the following goals and objectives were approved by the citizen and technical committees and the PPACG Urban Area Policy Committee and Board of Directors for the *Destination 2025 Plan*:

- **Mobility Goal:** *Plan, develop and maintain a safe and efficient transportation system to meet the present and future mobility needs of the region.*
- **Environmental Goal:** *Create and maintain a healthy and pleasant living environment.*
- **Alternative Modes Goal:** *Develop and promote transportation modes offering alternatives to the single-occupant automobile.*
- **Implementation Goal:** *Implement and maintain the planned transportation system in a coordinated and cost-effective manner.*

## **Planning Context**

The *Destination 2025 Plan* identifies the projects that address the long-range vision of the Pikes Peak Region. A preferred project list is prepared to identify all the projects needed to address the region’s mobility and accessibility requirements through the year 2025. While the preferred projects are not subject to any fiscal constraints, the projects listed are supposed to be technically feasible and realistic and be supported by local governments.

Development of the multi-modal preferred projects list was accomplished through a process leading to a list of projects covering all modes of travel in the Pikes Peak Region. Member governments and the public were asked to submit projects to be considered for inclusion in the *Destination 2025 Plan*. Over 350 projects were submitted through this process. Many of these projects were the result of local planning efforts by member governments and were included in adopted transportation or comprehensive plans. Specific projects for each of the major transportation modes, i.e., roads, bicycle, pedestrian and public transportation is presented within Chapter 5 of the *Destination 2025 Plan*.

### Roadway System

The development of the roadway system plan began with PPACG providing member governments and citizens a map illustrating the congestion expected in the region if the 25-year growth projections described in Chapter 2 were applied to the existing roadway network. PPACG staff used the travel demand-forecasting model (TRANPLAN) to calculate the forecast traffic volumes and identify roadways with capacity deficiencies. The congestion map shown in Figure 5-1 of Chapter 5 allowed individuals to identify potential solutions to reduce or eliminate the forecasted congestion. Congestion, as defined for this exercise, was defined as traffic volume-to-road capacity (V/C) ratio of 0.86; meaning 86% or more of the roadway capacity is being used during the peak travel times.

Based on this congestion map, PPACG staff identified projects that would reduce or eliminate the congestion. These projects are listed in Figure 7-2 of Chapter 7. Projects submitted by local governments were the result of their local planning process that included public input. Those projects submitted by the public were based on their perception of roadway projects needed in the region for safety, system connectivity, capacity and other reasons. The fiscally constrained list of roadway projects is presented in Figure 9-1 of Chapter 9.

The Pikes Peak Region is experiencing tremendous growth in population and employment that are contributing to a large increase in travel demand. Many of the key corridors in the region are being studied to determine the most effective strategies to accommodate the increase in traffic.

With so many corridors under study, the cumulative effects of all the corridors have become an issue to be addressed. CDOT, in cooperation with PPACG and its member governments, has initiated an effort to incorporate the cumulative effects analysis into all major corridor studies. The following corridors are included in this analysis:

- I-25 through the Pikes Peak Region
- Powers Boulevard from I-25 north (exit 156) to I-25 south (exit 123)

- US 24 through the Pikes Peak Region
- Woodmen Road from I-25 to US 24
- Drennan Road from Powers Boulevard to I-25 and SH 115
- East-West Corridor through the central portion of the City of Colorado Springs

The corridor studies are being coordinated through joint agency committees that include CDOT, PPACG, Federal Highway Administration, EPA, City of Colorado Springs, El Paso County, City of Fountain, United States Air Force Academy, Fort Carson, Colorado Springs Transit and the Colorado Springs Airport. The intent of the joint collaboration is to provide for the exchange of information and coordination of efforts leading to a regional solution for the transportation system.

Results of the individual corridor studies including cumulative effects will be incorporated into the National Environmental Policy Act 1969 (NEPA) process. The individual corridor solutions can then be amended into the local planning processes and finally into the PPACG regional transportation planning process. Ultimately, the proposed corridor solutions will be included in the fiscally constrained regional transportation plan and eligible for federal transportation funding.

### Public Transportation

The Transit Services Unit, a division of the Public Works Department of the City of Colorado Springs, prepared the Long-Range Public Transportation Plan in coordination with the development of *Destination 2025: A Mobility Plan for the Pikes Peak Region*. As the operator of public transportation services, the City of Colorado Springs has the primary responsibility for the planning, development, and management of the public transportation system that serves the Pikes Peak Region.

The full text of the Colorado Springs Public Transportation Plan is included as Appendix D. The full Public Transportation Plan document:

- Establishes specific goals and objectives to address transit needs in the region
- Provides an overview of the existing system
- Explores forecast population growth
- Analyzes the unmet transit demand in the region
- Presents the full report of the Peer Cities Review
- Provides detail on the alternative systems that were considered
- Provides recommendations to improve transit services in the Pikes Peak Region through 2025

The preferred public transportation plan is based upon the creation of a funding source that is dedicated to the development and operation of the transit system. The amount that could be generated from this funding source is estimated at \$15 million annually. This dedicated funding source would generate enough funding to develop and operate the preferred future transit system option. This preferred plan was used to identify projects that were submitted for consideration in the *Destination 2025 Plan* project prioritization process.

The preferred option calls for a Three-Tier transit system as portrayed below:

- Tier 1 – hybrid grid/multi-node system with up to 106 buses consisting of:
  - A grid system in the core of the community with feeder buses in the suburban areas.
  - Saturday and Sunday service (totaling about 25,000 hours annually)
  - An estimated 200,000 service hours annually.
- Tier 2 – add an express bus system with 20 to 22 buses and up to 16 park- and-ride lots/multi-modal stations. The express bus system would only operate during peak times with about 20,000 service hours annually.
- Tier 3 – add a Bus Rapid Transit (BRT) system with 20 buses on four rapid transit lines. The BRT would operate during both peak and non-peak times with about 42,000 service hours annually.

The total service (revenue) hours for the transit system would increase to about 263,000 hours annually. This is an increase of 80 percent over the existing system. For the paratransit system (Springs Mobility) the system would increase to over 60,000 revenue hours annually, as the paratransit system would match the expansion of the fixed route system. In 2025, the total service (revenue) hours for the system would be about 323,000 hours annually.

Specialized Transportation Plan

The Pikes Peak Area Council of Governments prepared the Specialized Transportation Plan for Persons with Disabilities and Elderly Persons for the Colorado Springs Urbanized Area. The Specialized Transportation Plan is included in the regional transportation plan (RTP), the *Destination 2025 Plan*, and contains both long-range and short-range strategies to meet the needs of persons with disabilities and elderly persons in the region.

CDOT established a goal of changing from its reliance on transit development plans (TDP), typically covering a five- to six-year period, to using transit elements of twenty-year regional transportation plans (RTP) to show transit needs and strategies. After 2004, a TDP will no longer be required, but all transit projects must be in the Transit Element of the twenty-year RTP in order to be funded. The *Destination 2025 Plan* contains the Public Transportation Plan, which serves as the transit element. This Specialized Transportation Plan has been prepared in coordination with preparation of the Public Transportation Plan.

PPACG contracted with LSC Transportation Consultants, Inc., to prepare the Specialized Transportation Plan. LSC Transportation Consultants, Inc., also was contracted by PPACG to prepare the *Central Front Range and Chaffee County Regional Transportation Plan Transit Element*. These two planning efforts were closely coordinated to ensure continuity of and compatibility between the two region’s plans.

Bicycle and Pedestrian System

The purpose of the Bicycle and Pedestrian System is to plan and provide for the safe and efficient movement of people through the Pikes Peak Region utilizing non-motorized modes of travel accessible to all. This includes facilities for those individuals covered under the Americans with Disabilities Act (ADA) and all other federally mandated regulations. The Bicycle and Pedestrian System shown in Figure 5-16 of Chapter 5 has been developed to provide information and guidance for creating safe, functional, complete, and efficient systems for bicycling and walking to meet the needs of commuters and utilitarian users. The bicycle and pedestrian element illustrates a network of corridors designed to enable cyclists and pedestrians to travel throughout the region from one activity center to another. The element accommodates pedestrians and bicyclists traveling between home and shopping centers, schools, work places, parks, or other major destinations.

The bicycle and pedestrian projects were submitted to PPACG by the member governments and the public. Projects submitted by local governments were the result of a their local planning processes that included public input. Those projects submitted by the public were based on their perception of bicycle and pedestrian facility needs. The collective group of projects was included in the overall *Destination 2025 Plan* prioritization process for all types of projects.

Freight System

The transportation of freight in the Colorado Springs area is primarily through commercial vehicles, or trucks. For the purposes of this *Destination 2025 Plan*, a commercial vehicle is generally defined as any vehicle with a gross vehicle weight of over 10,000 pounds and used primarily for transporting freight. Virtually every type and quantity of freight is moved by commercial vehicles. On average, every product in Colorado travels five to seven times in a truck during its manufacturing and distribution cycle. Certain sectors of Colorado’s economy, including agriculture, oil and gas production and manufacturing, depend heavily on commercial vehicles for interstate and intrastate movement. With this reliance on commercial vehicles, it is essential that the region provide an adequate highway system to insure efficient transport of goods.

Rail

The existing rail system for the Pikes Peak Region is illustrated in Figure 5-18 of Chapter 5. Within the Pikes Peak Region, two tracks enter El Paso County on its northern boundary and continue to the Town of Palmer Lake where they connect as the Joint Line. The Joint Line is a single track shared by both railroads that continues through Colorado Springs, Security and Widefield. The track then separates into two single lines near the City of Fountain.

A total of 170 rail crossings exist within the metropolitan planning area. The majority of these crossings are located along the class one rail lines. The remaining crossings are located along classification yards and spurs to the main lines. Figure 5-19 of Chapter 5 summarizes the number of rail crossing facilities classified as grade-separated and at-grade as well as subcategorized as public and private.

Aviation System

Through development of the *Destination 2025 Plan*, the aviation element remained essentially unchanged since the last plan update. The City of Colorado Springs completed an update to the airport Master Plan in 2000. This Master Plan revised some air and air freight projections. The most significant changes occurred during development of the land side development that impacts surface transportation assumptions.

Future development of the Colorado Springs Airport property included commercial and light industrial uses that would increase the employment in the area. The TRANPLAN travel-demand model was updated to reflect this new employment center to provide more reasonable estimates of traffic conditions in the vicinity of the primary airport in the region. The results of this effort are reflected in the predicted congestion related to the airport total land use as well as the projects submitted by the City of Colorado Springs and El Paso County in the vicinity of the airport.

Congestion Management System

The passage of the Intermodal Surface Transportation Efficiency Act (ISTEA) in 1991 and continued by the Transportation Equity Act for the 21<sup>st</sup> Century (TEA-21) marked a change in the direction of federal policy. Prior to the passage of ISTEA and TEA-21, the focus had been on infrastructure investment, primarily the construction of roads and highways. The mandate from this legislation was that the focus of transportation system development and planning would shift to transportation system management. TEA-21 has a much more multi-modal focus than previous legislation, and it provided some significant changes in the way transportation planning is performed at the local and regional level.

In order to select candidate Congestion Management System (CMS) roadways, the regional transportation system database was initially used to identify corridors with high traffic volume. Corridor congestion levels were also determined by examining travel demand versus capacity as portrayed by the regional travel demand forecasting model. Finally, the functional classification hierarchy of roadways was reviewed. The results of this combined analysis revealed a number of facilities that demonstrated considerable potential for inclusion in the CMS, based on volumes carried and levels of congestion experienced. Therefore, it was necessary to individually evaluate facilities for inclusion in the CMS. The principal arterials selected for the congestion management system roadway network are listed in Figure 5-23 of Chapter 5.

**Project Prioritization Process**

The Federal government requires that planning factors be explicitly used in the process of developing regional transportation plans. These planning factors were used as the primary tool to prioritize the projects for inclusion in the *Destination 2025 Plan*. The seven federal planning factors were developed nationally and are intended to apply to all urbanized areas in the country. The degree to which each is important to a community depends upon the collective perspective of each community. The process adopted by PPACG allowed the community to determine the relative

importance of each factor. The Urban Area Policy Committee and PPACG Board of Directors approved the relative priorities of the planning factors after reviewing a variety of public comments, committee recommendations and the PPACG staff recommendation. These are shown in Figure 4.

**FIGURE 4  
ADOPTED PLANNING FACTOR PRIORITIES**

PLANNING FACTOR	ADOPTED PRIORITY
1 – Support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity, and efficiency.	7
2 – Increase the safety and security of the transportation system for motorized and non-motorized users.	13
3 – Increase the accessibility and mobility options available to people and for freight.	13
4 – Protect and enhance the environment, promote energy conservation, and improve the quality of life.	18
5 – Enhance the integration and connectivity of the transportation system, across and between modes, for people and freight.	17
6 – Promote efficient system management and operation.	17
7 – Emphasize the preservation of the existing transportation system.	15

Key to the evaluation of the seven planning factors and PPACG staff recommendation was the following input:

- Citizen Perspective
  - Results from the focus group meetings that summarize the perspective of a cross-section of the region’s citizens;
  - A recommendation from the Community Advisory Committee (CAC);
  - Results from the May 23 Public Open House/Citizen Forum.
  
- Technical Perspective
  - Results from the Transportation Enhancement Subcommittee (TES), and
  - Results from the Transportation Advisory Committee (TAC), providing a technical perspective from member government technical representatives.

Focus Groups

PPACG’s public process consultant, PRACO, under the direction of PPACG staff, conducted a series of four focus groups to develop priorities for the seven planning factors. The four focus groups consisted of randomly selected citizens that matched the demographic characteristics of the Pikes Peak Region as determined by the 1990 census. The focus group meetings were conducted May 1 and May 2 at PPACG. Several people observed the proceedings via camera/television setup in an adjacent room. Observers included PPACG staff members, chairpersons of the PPACG advisory committees, Federal Highway Administration personnel, and a PPACG Board member. The purpose of the focus groups was to provide a valid expression of citizen priorities regarding

transportation issues in the region. Their task was to indicate what priority should be assigned to each of the TEA-21 planning factors.

A complete report of the focus group process, describing the focus group methodology and outcomes, is provided in the *Focus Group Report* located in Appendix F. The Community Advisory Committee unanimously adopted the planning factor priorities expressed by the focus groups.

Project Evaluation Process

The PPACG committees and staff assigned the *Destination 2025 Plan* objectives to one or more of the seven TEA-21 planning factors. A critical component of the project evaluation process is the awarding of points to each of the objectives assigned to each planning factor.

Each project was measured on a relative scale as suggested by committees. The consensus was to use a scale with a range from 1 to 5, defined as follows in Figure 5.

**FIGURE 5  
EVALUATION CRITERIA SCORING**

SCALE	SCORE	EVALUATION CRITERIA
1	-2	Project has a very negative impact relative to the specific evaluation criteria
2	-1	Project has a negative impact relative to the specific evaluation criteria
3	0	Project is neutral relative to the specific evaluation criteria
4	+1	Project has a positive impact relative to the specific evaluation criteria
5	+2	Project has a very positive impact relative to the specific evaluation criteria

All projects were rated against each evaluation criteria by PPACG based on the description of the project as defined by member governments. PPACG developed a consistent system for determining the appropriate awarding of each of the evaluation points. The process was tested and the results indicated that the most beneficial projects, regardless of mode, would receive the highest priority.

Applying the prioritized planning factors and the evaluation criteria scoring system to projects in *Destination 2025* enabled all modes to be evaluated equally based on the community values conveyed by the focus groups, PPACG technical committees, members of the public, PPACG staff and the UAPC/Board of Directors.

**Preferred Projects**

The preferred project lists are all the projects that have been proposed by a variety of sources--local and state governments, individuals, and civic organizations--to implement the long-range vision for transportation in the Pikes Peak Region over the next 24 years (until 2025). The preferred projects are often thought of as a “wish list” of projects because the list has not yet met the test of fiscal limitations. While the preferred projects are not subject to any fiscal constraints, the projects listed need, nonetheless, to be feasible and realistic.

The preferred projects were submitted from three sources:

1. State and local governments
2. PPACG technical staff submitting projects to address known areas of congestion
3. Citizens--both as individuals and those belonging to various citizen groups

Over 350 projects were submitted through this process. Many of these projects were the result of local planning efforts by member governments and were included in adopted transportation or comprehensive plans. Some projects were submitted to address specific transportation needs and are not necessarily supported by local governments.

Chapter 7 contains three separate lists of projects: projects submitted by member governments and the Colorado Department of Transportation (CDOT) (Figure 7-1), projects submitted by PPACG technical staff as part of the congestion mitigation modeling exercise (Figure 7-2), and projects submitted by citizens (Figure 7-3).

### **Transportation Financing**

Implementation of the *Destination 2025 Plan* requires available fiscal resources to be identified over the life of the plan. The fiscally constrained list of projects provides the basis for the air quality conformity determination required in the process. The *Destination 2025 Plan* is required to be fiscally constrained meaning that the total revenues from all funding sources must be equal to or greater than the collective cost of all projects. The *Destination 2025 Plan* exceeds this requirement by identifying the funding sources for each project in the plan.

During development of the *Destination 2025 Plan*, PPACG and CDOT prepared a joint estimation of the anticipated revenues that can reasonably be expected to be available from all sources for transportation projects. The estimates reflect funding from a variety of sources including:

- Federal
- State
- Local government
- Private developer
- Anticipated revenue from local ballot initiatives

Figure 6 illustrates the joint estimate of the revenue anticipated to be available through 2025 to implement the fiscally constrained portion of the *Destination 2025 Plan*. The table also describes the assumptions used for each of the funding sources.

**FIGURE 6**

**DESTINATION 2025 PLAN  
REVENUE PROJECTIONS 2002-2025**

<b>FUNDING CATEGORY</b>	<b>AMOUNT (\$1,000s)</b>	<b>PERCENTAGE</b>
TRANS/7th pot	\$735,000	32.9 %
CDOT Region 2 Bridges	\$118,000	5.3 %
CDOT Region 2 ITS Program	\$10,000	0.4 %
CDOT Region 2 Other Regional Priorities and Gaming Enhancements, TOPS, GOCO, Colorado Springs Bike Tax	\$271,000	12.1 %
Metro. – Local Roadway System	\$40,000	1.8 %
CMAQ	\$123,000	5.5 %
Transit Funding (capital only)	\$96,000	4.3 %
Other: Department of Defense, TEA/Federal discretionary	\$406,000	18.2 %
Local/Private Funding	\$75,000	3.4 %
<b>TOTAL:</b>	<b>\$2,233,000</b>	<b>100%</b>

**Fiscally Constrained Projects**

The projects identified in the preferred project lists described in Figures 7-1 through 7-3 in Chapter 7, and funded with resources identified in Chapter 8, comprise the list of projects anticipated to receive funding over the 24 years of the *Destination 2025 Plan*. Only projects sponsored by CDOT or the local government members of PPACG, or through committed private funds, are in the fiscally constrained project list.

One of the federal requirements for long-range transportation plans is the ability to demonstrate air quality conformity. The conformity determination is based in part on the projects to be completed in the long-range plan. To be included in the air quality conformity analysis, the projects must also identify funds to be used. The full discussion concerning air quality conformity findings is described in Chapter 10 and is based on this fiscally constrained list of projects.

Development of the fiscally constrained project list was the result of technical and citizen discussions concerning those projects. First, the projects from Chapter 7 were prioritized using the criteria established in Chapter 6. Generally, the available funding was then applied to the prioritized projects by specific resource category and in rank order. Through the PPACG committee and public input process, projects were identified to receive funding. Additionally, the fiscally constrained list includes projects funded in the *2002-2007 Transportation Improvement Program* or TIP. These projects were prioritized in the previous long-range plan; member governments and CDOT are committed to implementing these projects over the next six years. The following Figures 7 through 9 illustrate the highest priority projects for each of the modes of travel.

**FIGURE 7**

**Highest Priority Roadway Projects**

<b>Project Name</b>	<b>Project Limits</b>	<b>Description</b>	<b>Cost</b>
I-25 Corridor	Through Region	Widen to 8 lanes from Briargate Pkwy. To S. Academy Blvd. Widen to 6 lanes from Briargate Pkwy. To Monument. Upgrade Interchanges.	\$525 million
Powers Boulevard	I-25 north to I-25 south	Extend and widen roadway as a 4-6 lane freeway/expressway	\$335 million
US-24	Through Region	Provide safety and capacity improvements for sections west of I-25 to Manitou Springs and east of I-25 to Falcon	\$175 million
Woodmen Road	I-25 to US-24	Construct safety and capacity improvements for 4-6 lane facility	\$75 million
SH-83	Through Region	Safety and capacity improvements for a various sections	\$70 million
SH-85	I-25 Fountain to B-Street	Safety and capacity improvements for a 4 lane facility	\$63 million
30 <sup>th</sup> Street Corridor	Garden of the Gods Rd. to Fontmore Rd. in Colo. Spgs.	Improve safety, capacity and drainage of roadway for cars, bikes and pedestrians.	\$14 million
Centennial Boulevard Corridor	Fillmore to I-25 in Colo. Spgs.	Extend existing 4-lane minor arterial including bike lanes and pedestrian facilities.	\$11 million
21 <sup>st</sup> Street Corridor	Pikes Peak Ave. to Rio Grande St. in Colo. Spgs.	Improve safety, capacity and drainage of roadway for cars, bikes and pedestrians.	\$10 million
City-wide Traffic Signal/Video Loop Detectors	City-wide in Colo. Spgs.	Improve congestion, safety and air quality by modernizing traffic signal operations	\$15 million

**FIGURE 8  
Highest Priority Public Transportation Projects**

<b>Project Name</b>	<b>Project Limits</b>	<b>Description</b>	<b>Cost</b>
Bus System Operations	Region-wide	Operations for Springs Transit System in Region	\$ 53 million
Regional Park-and-Ride Facilities	Region-wide	Design and construction of 15 park-and-ride facilities	\$24 million
Express Bus System	Corridors	Development of 8-11 express bus routes along major commuter corridors	\$8 million
Implement Grid System for buses	Region-wide	Implement 50-60 bus system in a grid configuration to improve operations	\$10 million
Bus Rapid Transit Service	Corridors	Design and develop a bus-rapid-transit (BRT) system for key corridors	\$250 million
Improved bus system access	Region-wide	Improve access by adding shelters, sidewalks and other amenities	\$10 million
Bus System ITS	Region-wide	Develop and implement a traffic signal pre-emption system and add bus lanes/bays to improve operations	\$5 million

**FIGURE 9  
Highest Priority Bicycle/Pedestrian/Trail Projects**

<b>Project Name</b>	<b>Project Limits</b>	<b>Description</b>	<b>Cost</b>
SH 85 Streetscape Improvements	I-25 north to Lyckman Dr.	Provide pedestrian and bicycle facilities as well as lighting and landscaping	\$1.5 million
Santa Fe Trail Street Crossings	Select locations	Reconstruct pedestrian crossings of roadways to provide a safer crossings for the Santa Fe Trail	\$146,000
Mitchell Road Bike Lanes	2 <sup>nd</sup> St. to Dirty Woman Creek	Construct bike lane along Mitchell Road	\$73,000
Flintridge Drive Bikeway	Cottonwood Park to T-Gap Floodway	Plan and install bike lanes on Flintridge Drive	\$55,000
Sand Creek Trail Corridor	Academy Blvd. to Woodmen Rd. and Hancock to Astrozon	Design and construct a multi-use trail along Sand Creek	\$2.5 million
Rock Island Trail Corridor	Pikes Peak Greenway/Monument Creek to Sand Creek	Design and construct a multi-use trail along Rock Island Railroad alignment	\$1.5 million
Manitou Springs Creekwalk	City-wide	Design and construct various segments of trail along Fountain Creek within Manitou Springs	\$400,000
Midland Trail Corridor	Pikes Peak Greenway/Monument Creek to 31 <sup>st</sup> St.	Design and construct a multi-use trail along Fountain Creek	\$1.5 million
Pikes Peak Greenway	Various segments	Design and construct enhancements to existing multi-use trail along Monument Creek	\$4 million
Cottonwood Creek Trail	Vincent Dr. to Powers Blvd.	Design and construct a multi-use trail along Cottonwood Creek	\$3.5 million
Ute Pass Trail Corridor	Various segments in Teller County	Design and construct various segments of the trail through Teller County	\$550,000

**Air Quality Conformity**

The Pikes Peak Area Council of Governments has been designated as the Metropolitan Planning Organization (MPO) for transportation planning in the Colorado Springs Urbanizing Area. The Pikes Peak Area Council of Governments created the Urban Area Policy Committee (UAPC) and authorized the UAPC to carry out the functions and responsibilities of the MPO. One of these responsibilities is making an air quality conformity determination for regional long-range transportation plans and transportation improvement programs.

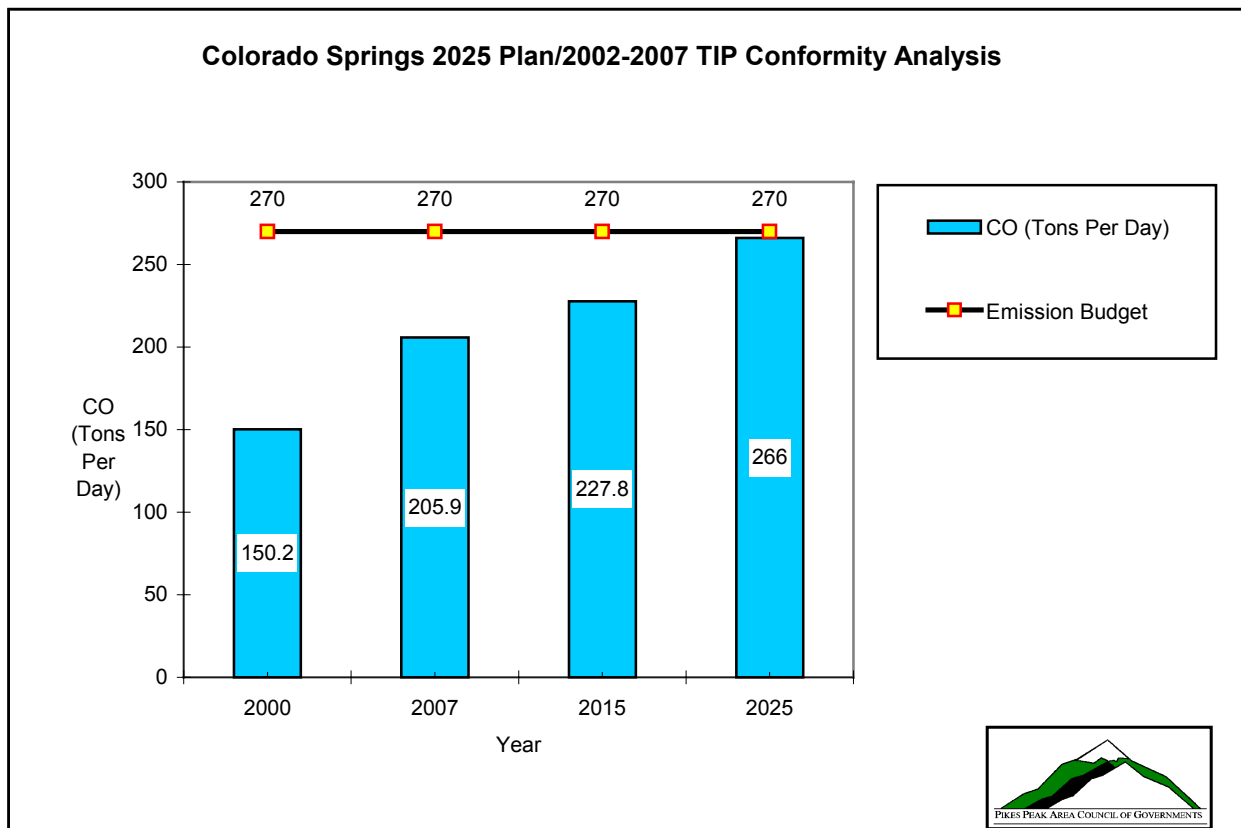
The United States Environmental Protection Agency (EPA) and the United States Department of Transportation have jointly developed "Criteria and Procedures for Determining Conformity to State or Federal Implementation Plans of Transportation Plans, Programs, and Projects Funded or Approved Under Title 23 U.S.C. or the Federal Transit Act," commonly called the transportation conformity rule. Conformity ensures that transportation plans, programs, and projects will not produce new air quality violations, worsen existing violations, or delay timely attainment or maintenance of national ambient air quality standards. The conformity determination of the *Destination 2025 Plan* is based on these criteria.

A summary of the air quality analyses is shown in Figure 10 and Figure 11. More detailed transportation and air emission modeling and results are also included in Appendix A of the *Destination 2025 Plan*.

**FIGURE 10**  
**Summary of the *Destination 2025 Plan* Mobile 5b Analysis**

<u>Year</u>	<u>VMT</u>	<u>CO Emissions</u>
2000	10,505,764 miles/day	150.2 tons/day
2007	13,903,722 miles/day	205.9 tons/day
2015	16,227,350 miles/day	227.8 tons/day
2025	19,002,935 miles/day	266.0 tons/day

**FIGURE 11**  
**Carbon Monoxide Emissions, 2000 – 2025**



**Destination 2025 Plan: Approval**

The Urban Area Policy Commission and PPACG Board of Directors approved the draft *Destination 2025 Plan* for the 45-day review period in September 2001. Public meetings were held around the region to facilitate that review. The plan document was posted on the PPACG website and was available in local libraries and the administrative offices of member entities. Final approval of *Destination 2025 Plan* occurred on November 14, 2001, during the meeting of the UAPC and BOD. Federal and State approval occurred on November 28, 2001.